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BILINGUAL EDUCATION AND EQUAL ACCESS

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INTRODUCTION

Why bilingual education? We are in America now and English is spoken here. My parents came from the old country with me and I made it. Why can't other people make it? These statements and others often confuse the issue of what bilingual education is and what it proposes to do. All the statements are political in nature and in most instances negate sound educational theory and practice, which in turn indirectly supports the high drop-out rate in schools.

Simply put, there are two major concepts that every educator should be aware of. These are:

- 1) Language learning.
- 2) Language use as the medium of instruction.

Language learning means that one acquires a second language to communicate on a day-to-day basis in the country where that language is spoken. Bilingual education supports this concept and most educators in the field know that English skills are essential as it relates to equal access in our society.

Language use as the medium of instruction is another major concept in the field of bilingual education that is often overlooked by most educators. Using this idea as a viable aspect of the schooling process, students are taught social studies, electricity, auto mechanics, etc., in their native language.

Hence, once we accept both domains as essential educational principles, success in our schools may dramatically increase (Cohen; Swain and Barik). It is important to understand that language learning and language use as the medium of instruction are two separate components in any bilingual curriculum design. To be a limited English speaking student and to be in a classroom where English only is used as the medium of instruction usually limits equal access for most linguistically different students in the trades and the university. This logic seems to be self-evident but unfortunately most educators still confuse the two issues of learning English to communicate on a day-to-day basis and learning a trade the best and fastest way possible.

Enrollment projections also suggest that more limited English speaking students will be enrolled in our public schools.

Table One
Comparative Data of Children in Bilingual Programs

<u>State</u>	<u>1975-76</u>	<u>1977-78</u>	<u>1978-80</u>
Connecticut	4,126	5,975	7,825
Maine	1,146	2,156	2,758
Massachusetts	11,295	11,679	14,694
New Hampshire	280	314	500
Rhode Island	2,342	1,611	3,792
Vermont	128	559	723

The increase of bilingual students in our schools suggests that different supportive services that are pedagogically sound and not politically expedient must be established to give every resident in the United States equal access to our institutions.

RECRUITMENT AND OUTREACH

It is obvious that the success or failure of any recruitment and outreach program directly relates to the positive supportive services a school and the job market have to offer.

If there is a large linguistically different community in the region of the school, it is suggested that the school develop brochures in the native language of the community. Usually, there are local radio stations where information can be disseminated in the native language.

In many ethnic communities schools are usually seen as a separate institution from day-to-day living. Educators are sometimes looked upon as "strangers" and consequently many parents are afraid to go to the schools for information. Also, if there is no one in the school who speaks the language of the community, many parents will be ashamed to ask for help. One way to eliminate this problem is to use the local churches and social clubs for informational meetings. If possible, the school system could hire an aide for house visitations to explain to the parents and the students the opportunities in vocational education. In short, the school system must show a positive attitude and a respect for languages other than English and at the same time must convince the community that Jose or Maria can learn a trade without losing respect and self-identity.

ADMISSIONS POLICIES AND PROCEDURES

Language tests must be developed in the native language for admission. The assumption here is that not all people have the same language competence in their native language. Consequently, if a student fails to pass a test in his/her native language, supportive services must be developed to increase the native language ability of the student. This procedure would eliminate language barriers which in most instances tend to discriminate against linguistically different people.

Depending on the financial resource available, admissions could be based on placement rather than acceptance or rejection into a school. Admissions could be perceived not as a hurdle into a program but as a diagnostic center where the LESA student could be given an opportunity to be placed in remediation or in advanced work.

Another factor often overlooked in the vocational area is that many LESA students are traditionally rural and have a trades background. Many of these students come from vocational backgrounds (in Portugal, for example, some students start a trade at the age of 10) and consequently bring the skills and aptitudes of the trade. Admissions should take these factors into consideration. Admission procedures could be developed where the student could be evaluated in terms of the expertise in his/her trade. With this vocational evaluation, students could be placed depending on their language proficiency, if, of course, the school has the proper supportive services for LESA students.

-Table One Source: Directory of Title VII ESEA Bilingual Education Programs: 1976-1977 State Bilingual Bureau, Massachusetts Third Annual Report. Local Education Agency (LEA) and State Education Agency (SEA) figures.

CURRICULUM

As stated in the Introduction, curriculum design in bilingual education can be analyzed around two major components -- language learning or learning a second language and language use as the medium of instruction, or, the use of the native language as the major instructional mode in learning the trade. There are several ways to design a curriculum for the linguistically different student. Let us explore some possible alternatives.

Problem A: Most of the curriculum in the content areas, here, electricity, auto mechanics, carpentry, etc., would be taught in the first language. An English as a second language component would be incorporated into the curriculum. Two aspects would be taught in ESL classrooms:

- a. Conversational and written English.
- b. Technical terminology used in the trades.

Two positive factors seem to dominate this curriculum. One: Students would learn in the native language and not fall back with his/her own peers and, Two: English would be used as a supplement (language learning) in both conversational and technical English skills.

Several factors would have to be restructured to successfully implement this approach:

1. The restructuring of hiring practices in the schools where competent teachers in the trades would be selected who speak other languages.
2. The process of licensing be restructured where students have an equal access in the job market.

Problem B: The restructuring of hiring practices in the schools where competent teachers in the trades would be selected on the basis of being bilingual. That is, the teacher would have to know two or more languages and would be competent both as a tradesperson and would know the technical terms in both languages. An ESL component could be eliminated under this structure.

Two areas of concern would be in the recruitment of teachers who possess the technical skills in both languages and how this process would be accepted by the unions and state licensing boards, i.e., would licensing examinations be required in the second or native language?

Problem C: The use of English as the medium of instruction in the classroom and the native language would only be used when it is obvious that the students are encountering learning interference.

Although this approach seems viable, many problems may arise. Specifically, cultural disorientation may take place in the classroom where students may be "ashamed" to ask questions when they encounter language problems. It also does not solve the problem of hiring practices in that this structure also assumes that the teacher has to be bilingual, unless there is a teacher aide in the classroom to solve language and cultural problems. The problem of licensing in a target language also must be resolved.

Problem D: The use of a total English immersion program in the school and the sole use of the English language in the vocational areas.

This problem does not solve the paradox of language learning and the medium of instruction. Confusion may take place and many students will fall back in the content areas and eventually drop out of school. This would deny equal access in the vocational areas.

As one may note, most of the restructuring of the curriculum for the linguistically different student depends on language attitudes of the school. If administrators and teachers accept that it is easier and more productive to learn in one's native language, a higher success rate in our schools and entry to the job market is self-evident.

TEACHER PRE-SERVICE AND IN-SERVICE TRAINING

Teacher training in the bilingual field is related to the success or failure of a program. The major factor in pre-service and in-service education is to develop sensitivity toward linguistically and culturally different communities. Fortunately, as teachers and future teachers take this area out of the political arena and place it where it belongs, there may be less resistance in the field of education.

With the increase of certification requirements in bilingual education and with the increase of federal and state support for bilingual education, the need for teacher training is evident. A partial response to this need was the establishment of the National Network for Bilingual Education funded under Title VII in 1974. This Network was established to help local systems in the area of technical assistance. Boston University, for example, is part of the National Network and is presently giving one-credit courses in the field for Title VII projects. Courses such as issues in bilingual education, curriculum design in bilingual education, language and culture, materials in bilingual education are but a few of the offerings available for local school districts who are funded under Title VII. The Greater Region of Lowell is now actively giving in-service education in bilingual education and vocational training. The response has been generally favorable and many teachers are starting to understand the difference between language learning and language use as the medium of instruction.

GUIDANCE PRACTICES AND SUPPORT SERVICES

The lack of guidance counselors who speak other languages and who are sensitive to other cultural groups is critical. Many students do not know where to go for help and when they decide to go, in most instances the information is only given in English.

As suggested in the admissions section, testing must be relevant to the population it is serving. Presently, guidance counselors are not equipped to understand different value orientations and consequently tend to rely on standardized criteria for evaluation. This procedure usually locks out opportunities for most linguistically different students.

Stereotyping is also prevalent in our culture and our guidance practices. Generalizations such as "Latins don't like math but Asians do," or terms such as Portuguese for Portuguese or colored for Black imply that many counselors have not accepted the cultural and political redefinitions of our society. Hence, these negative attitudes directly affect the positive or negative attitudes of any individual who is thinking of going to a guidance counselor.

SCHEDULING AND ENROLLMENT PATTERNS

Creative scheduling can enhance communication among all groups in the school. To segregate bilingual students as "special classes" until they can enter the "regular program" implies a traditional English speaking program as the "regular" school process. It also segregates the bilingual student until he/she is ready to do the so-called standard curriculum. This scheduling process does not assume that many linguistically different students are capable of being first-rate tradespersons in their native languages. The ideal way to counteract this segregationist policy is to have both bilingual and English speaking students integrated in one class where a teacher or an aide can teach in both languages.

Equal access in the job market also means equal access in the schools. Separating students all day long in a school program places the bilingual student in a passive position.

LINKAGES WITH SENDING SCHOOLS

There are many communities that are in short supply of skilled people. In many instances, students only have access to a job market for English speaking students, which usually has negative effects for students who speak other languages.

On the other hand, we cannot assume that the linguistically different student must only have options in his/her native language. Preference should be stated by the student and not by the school system. It is harmful to segregate a group of people into one language group and assume that it will have positive effects.

EMPLOYER AND COMMUNITY OUTCOMES

Statistics suggest that there is a direct relationship between poverty, unemployment, and crime. Statistics also suggest that many of the linguistically different students are denied equal access.

Many industries are now actively recruiting the linguistically different student. Further, many companies are starting to realize that speaking another language sometimes, if not most of the time, is an asset and not a deficit.

APPROPRIATE TECHNICAL ASSISTANCE STRATEGIES

Until the educational establishment takes bilingual education outside the political arena; until language differences are accepted as a positive factor in pluralism; until teachers can differentiate between language learning and the medium of instruction, and until we are serious educators in the domain of equal access for all residents in this country, the theme of equal opportunity will be denied for the linguistically different student. The issue is not political but educational. When we realize this, most people will be able to fully participate in this society.

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Bilingual Education Resource List Title VII National Network for Bilingual Education

Dissemination/Assessment Center

Purpose: Dissemination/Assessment Centers have been established to assess the appropriateness of bilingual materials developed and to assure broad dissemination of these materials.

<u>Name</u>	<u>Location</u>	<u>Languages</u>	<u>Director & Tel. #</u>
Dissemination & Assessment Center	Lesley College (Fall River Public Schools) 29 Everett St. Cambridge, MA 02138	Spanish, French & Portuguese	John Correiro 617-492-0505

Training Resource Centers

Purpose: Training Resource Centers have been funded to conduct activities in the training of classroom personnel and higher education personnel in order to improve the quality of instruction and service provided to children of limited, English-speaking ability.

Berkeley Resource Center	Berkeley Unified School District, 2168 Shattuck Ave., 2nd Floor Berkeley, CA 94704	Spanish & Native American	Robert Cruz 415-549-1820
Bilingual Education Atlantic Appalachian Training Resource Center	Temple University Broad & Montgomery Sts. Philadelphia, Pa.	Spanish	Annette Lopez 215-787-7550
New England Multilingual Teaching Resource Center	Providence School Dept. 150 Washington St. Providence, R.I. 02903	Italian, Portuguese & Spanish	Adeline Becker 401-272-4900
Boston University Bilingual Resource and Training Center	Boston University 765 Commonwealth Ave. Boston, MA 02215	Spanish, Greek, Armenian, French & Chinese	Antonio Simoes, Jr. 617-353-2829

Materials Development Centers

Purpose: Materials Development Centers have been established to develop instructional and testing materials as well as teacher training materials for bilingual education programs in local educational agencies and institutions of higher education.

Materials Development Centers

<u>Name</u>	<u>Location</u>	<u>Language</u>	<u>Director & Tel. #</u>
National Materials Development Center for French & Portuguese	168 South River Road Bedford, New Hampshire 03102 (Applicant - New Hampshire College & University Council 2321 Elm Street Manchester, N.H. 03104)	French & Portuguese	Robert L. Paris 603-668-7198
Asian Bilingual Development Center	Seton Hall University 400 South Orange Ave. South Orange, N.J. 07079	Pacific Asian	John Young 201-762-9000
Northeast Center for Curriculum Development	City of New York Board of Education Community School District #7 778 Forest Avenue Bronx, N.Y. 10456	Spanish, Italian & Greek	Aurea Rodriguez 212-993-2182

Other Sources

Adult Education Clearing House
Department of Adult Continuing Education
Montclair State College
Upper Montclair, N.J. 07034

Advisory Council on Vocational-Technical Education
294 Washington St., Room 353
Boston, MA 02108
Tel. 617-727-4316

National Clearinghouse for Bilingual Education
1500 Wilson Boulevard
Suite 802
Rosslyn, Virginia 22209

Note: The toll-free number for the Clearinghouse is
1-800-336-4560 (outside Washington, D.C.)
703-522-0710 (in the Washington, D.C. area)

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VOCATIONAL EDUCATION FOR STUDENTS WITH SPECIAL NEEDS

MARGARET PYNE

PART I - NEEDS STATEMENT

Unless most of us grew up with a handicapped child in our family, or in our next door neighbor's family, we may carry some limited views about people in our society who have special needs, are handicapped or disabled. Our image may be one of required seclusion, i.e., that handicapped people are "better off" by themselves in separate classes, schools or residential settings. We may have a sense that their needs are adequately met by public assistance or social service programs. Or, we may hold the impression, because of telethons and poster campaigns, that handicapped children never grow up! Alternative experiences may lead us to believe that every individual who is deaf and blind is as talented as Helen Keller. Or that people with mobility problems can emulate Franklin Delano Roosevelt, President, or John Hynes, Mayor.

For the majority of the zero to 19 year old population who is considered to be handicapped (12%)¹, these images are not a good fit. Nor are they appropriate for the "above 21" group, disabled since birth or through trauma experienced in later years. Handicapped kids, like their non-disabled peers, seek access to appropriate education, vocational training and job placement, and residential options. Handicapped kids become adolescents and adults. They seek to become self-sufficient, contributing members of the community in which each is a citizen.

However, kids and adults with special education needs tend to have a more difficult time obtaining and acquiring skills needed for economic and vocational independence. A twelve-state study of vocational education for the handicapped reveals that for the years 1970 through 1975, handicapped students comprised only 2 percent of the total vocational education enrollment². The report further notes that the primary training received was in the areas of trade and industry, consumer and homemaking and office occupations. It was theorized that most graduates would be "headed for low or non-salaried careers" (p. 17).

Who are the handicapped?

The Federal Bureau of Education for the Handicapped categorizes physical and intellectual needs into nine distinct groups:

1. speech impaired	6. deaf
2. mentally retarded	7. Hard of hearing
3. learning disabled	8. visually handicapped
4. emotionally disturbed	9. deaf-blind and other multi-handicapped
5. crippled and other health impaired	

Massachusetts, through its trend-setting comprehensive special education act, Chapter 766, offers an alternative approach to these more traditional labels. Upon completion of an interdisciplinary evaluation, during which is developed an individualized educational plan, the student's placement is determined for each subject or skill area. It is further determined by the amount of time he or she can benefit from being placed in or separate from the "regular" class. Called "prototypes", this allows a student who is deaf to attend special communication classes but return to the shop or industrial training program to participate with other, non-disabled classmates. Similarly, students considered to be mentally retarded might be able to perform competitively

in woodworking, landscape maintenance, art or music, but might benefit from a separate developmental English or remedial math-related course.

Occupational educators are supported in their goal to strengthen vocational education access for special needs learners through several key pieces of federal legislation. Most significant are the provisions of the Vocational Education Amendments of 1976 (PL 94-482), the Education for All the Handicapped Act (PL 94-142) and the Rehabilitation Act of 1973 (PL 93-112). The successful integration of these acts, coupled with the Massachusetts mandate and a creative use of CETA and other Manpower Development funds and programs could produce a systematic service delivery system for handicapped youth and adults, regardless of ability level or type of handicap. The legal tools are now in place. What remains to be accomplished is a convergence of planning and program development issues. Most important is the commitment of state and regional agencies.

PART II - A. RECRUITMENT AND OUTREACH; B. ADMISSIONS POLICIES AND PROCEDURES

RECRUITMENT AND OUTREACH - Recruitment and outreach among special need students is often an issue of "too many" and not "too few" -- particularly in Massachusetts where vocational education schools and programs are highly respected and one admission slot sought by more than one candidate. Core evaluations often prescribe pre-vocational and vocational skill development for the student with special needs. Although generally regarded as a progressive special education program, a recent survey of the state by the Bureau of Education for the Handicapped suggested that secondary school services, particularly those considered to be vocationally-oriented, require further strengthening.

However, individual schools and programs can expand to include the needs of a variety of students. Individual schools sometimes support the need of one disability group to the exclusion of other disabilities. Students with needs which are less prevalent than others may be served by community or regional planning. Particular school systems or districts may plan to serve students who are vision-impaired, and purposely recruit and enroll students from a neighboring district. The second district, in turn, may agree to serve a different need group and include students from the first catchment area.

It must be said that the new phenomenon of "reduction in force" is having an impact on vocational education and vocational education of students with special needs. Comprehensive highschools, or feeder schools, may become reticent to refer students to a separate vocational education school because the continued student loss will ultimately initiate the need for less faculty. Although difficult to substantiate, there is a belief that special need students are quickly referred to the vocational school system and non-special students retained. As some schools gain a higher percentage of handicapped students, school committees, administrators and faculty question their perception that vocational schools are becoming "dumping grounds" for students with special needs. Some schools face this admission challenge by setting arbitrary admission quotas; others suggest the use of a lottery system to equalize the enrollment of special need and non-special need students. Once admitted, there is a concern about equal availability of course offerings to all students. A student who is blind may not choose to be a skilled typist, but may desire a career opportunity in television and radio. Program restrictions can be as devastating to the student as are admission restrictions. Administrators must be self-policing to also assure that other stereotypical exclusions are not added to "handicapped". Are there sex-biased admission policies or bilingual needs which further exclude the handicapped learner from admission? Finally, accessibility issues concerning travel, physical layout of the building and program accessibility, for instance, the provision of an interpreter for a student who is deaf, also enhance or deny admission.

C. CURRICULUM

Curriculum is one of the most positive elements of vocational programming available today for students with special needs. Exploratory programs have been designed to include students who are deaf, visually impaired, physically handicapped or mentally handicapped. Curriculum development at the Center For Vocational Education at Ohio State and individual textbooks recently marketed have greatly expanded teacher and administrator materials. Schools such as Keefe Vocational Technical School in Framingham open virtually every curriculum area to special need students, although, through the exploratory program, it is determined that one or two training programs is more beneficial than others according to the individualized education plan. Some basic fears still exist and greater efforts must be put forth to eliminate them. For example, a hesitance to place students with epilepsy in some shop areas is frequently uncovered. Care needs to be taken that the student's condition is medically controlled, but far too often a student is excluded from trying a particular skill area because of a notation on education or health records.

We are sometimes subject to stereotypes which have long since been disproven. For example, some feel that people who are deaf can work in industrial settings which are extremely noisy. A worker in that environment might be unable to hear noise but might be bothered by a high level of vibrations. A worker who is physically handicapped may be counseled to seek a low level assembly job, although he or she might be intellectually capable of a supervisory or managerial position. Although reasonable consideration must be given to a student's disability, far more consideration must be given to his or her ability. Hopefully, the core evaluation process done with the active participation of skilled vocational educators will expand the options for training for all students. It is far more important to have a student try to acquire a skill, and realistically face inability or inappropriateness, than to have the opportunity be denied.

D. TEACHER PRE-SERVICE AND IN-SERVICE

By definition and mandate, vocational educators are craftpeople. Few have had experience or training in working with special need students. To strengthen the average vocational educator's knowledge of special need students and to share successful teaching strategies, the National Teacher Education Workshop conducted a series of seminars to surface issues and solutions⁴. One conference, conducted through the University of Illinois at Urbana in 1976, convened experienced vocational educators, special educators, and university faculty. The conference focused on professional tasks of special needs/vocational education personnel, models for teacher preparation at ten specific sites in the country (Vermont, Rutgers, Pittsburgh, Florida, Ohio, Texas, Missouri, Colorado, California), and hands-on resources and materials which vocational educators and special educators could share. In Massachusetts, a special need/vocational education professional training program has been established at Fitchburg State College. This program attracts vocational educators, primarily. Special education professional training programs at a variety of colleges and universities throughout the state provide some training in vocational placement of the handicapped. As our comprehensive and vocational schools educate more special need students, with a variety of abilities, we need to identify local methods to improve teacher preparedness. That training must include an understanding of manpower needs of the area so that the vocational skills students are acquiring meet the employment needs of the community. A program in horticulture is only meritorious if its graduates can be placed in wage-earning positions.

E. GUIDANCE PRACTICES AND SUPPORT SERVICES

Similar to curriculum design, guidance personnel may need to develop a very individualized approach to meeting the training and placement needs of handicapped students. Unlike non-disabled students, the handicapped students rarely have a real role-model to follow. Television infrequently shows disabled people performing real job

If they do, it often turns out to be a super-human police chief. Counselors, teachers and parents need to carefully assess their student's abilities, needs and realistic opportunity for job placement. The counselor, who will often interface with the employment community, must also be a realist barometer of job trends and employer attitudes. Some proven facts are not widely known by employers or vocational education teachers. One example is that handicapped workers tend to hold jobs longer and have less employment-related accidents. Also, certain standardized tests and inventories have been measured on non-handicapped individuals. More work must be done to create measures which accurately reflect the experiences, or lack thereof, met by disabled youth. How can you want to be a computer operator if you've never been exposed to that training or market area?

F. SCHEDULING AND ENROLLMENT PATTERNS

It is in the area of scheduling that the greatest amount of professional creativity can be applied. Vocational education cannot be expected to make up "for the sins of the past", i.e., poor or non-existent special education. In many communities, the vocational school is called upon to provide training which the sending community failed to do. Comprehensive and vocational schools must plan together to determine what training opportunities one will provide and what training opportunities the other will provide. There must be a concerted effort to provide cross-training between special and vocational educators. Some pre-vocational development can occur prior to high school age if elementary and middle school teachers become more aware of vocational components in their curriculum planning. For those schools who feel they cannot educate all the handicapped and non-handicapped, there can be alternative schedules, or the development of a skill center approach where some students attend classes in the morning for academics and classes in the afternoon for vocational training. As costs of education rise it is clear that the comprehensive high school cannot duplicate the material and skill resources of the vocational school. City and regional planning can develop alternative schedules, shared staff, and in-service or cross-training to better serve handicapped students at both school sites.

G. EMPLOYER AND COMMUNITY OUTCOMES

The best-trained and best-skilled worker -- who is handicapped -- may still be unable to find employment. The earlier mentioned barriers to transportation, buildings, tools and attitudes still exist. Local vocational advisory committees can do much to support handicapped students and workers through their community ties. However, careful job follow-through or monitoring must occur until the student/worker is successfully placed in employment. Unlike the non-handicapped student, certain additional supports might have to be introduced. The counselor or supervising teacher might have to help the employer make certain modifications. There must be a constant communication link between the employer, the student, and the vocational school.

PART III - TECHNICAL ASSISTANCE

The "push" for education of handicapped students has been forceful. To some individuals it is disproportionate and costly. Massachusetts has a variety of successful programs -- it has developed strategies for successfully training handicapped youngsters. At a primary level, teachers need to talk with teachers. The Massachusetts Association for Special Needs/Vocational Educators is a growing organization to provide such a communication vehicle. The Alpha Group and the Comprehensive Secondary School Planning Project are other technical assistance units available throughout the state. A curriculum bank -- a central locus for books, monographs, curricula, filmstrips and other teacher resources -- is needed. The central and regional offices should establish regional reference libraries specifically for vocational education resources for the handicapped. Too often administrators and teachers are "forced" to deal with a new priority because "it's the law". The intent is shrouded and

missed by the impact of "you have to". Unlike many other states, much technical knowledge is present. The Keefe Technical School has developed a total curriculum for the handicapped, and thoughtfully trains students and teachers a language and other related skills. Pathfinder Regional has established a unique horticultural training program for students who have been residents of public institutions for most of their lives. Blue Hills has worked with hearing impaired and physically handicapped students. Vocational schools just developing similar programs can benefit from the early obstacles and ultimate successes. Books, technical reports and "how to" summaries can be shared at the local school level, in libraries, teachers' rooms and during consultation. Unfortunately, one of our most serious problems is that we haven't actively shared our solutions and successes in meeting the vocational needs of our students with handicaps.

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RESOURCES FOR ADMINISTRATORS AND TEACHERS IN VOCATIONAL/SPECIAL EDUCATION

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Professional and Consumer Organizations

National Association of Vocational Education/Special Needs Personnel (New England): N.E.N.P. Inc., The Quarterly, c/o University of Vermont, Dr. Al L. Burlington, VT 05401)(Massachusetts Association of Vocational Education/Special Needs Personnel c/o Dr. Ronald Limari, Blue Hills Regional School).

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President's Committee on Employment of the Handicapped

President's Committee on Mental Retardation

Office of Handicapped Individuals

Washington, D.C. 20202

(Newsletter: Programs for the Handicapped - free)

National Information Center for the Handicapped, Box 1492, Washington, D.C. 20013

(Newsletter: Closer Look Newsletter)

National Center for Law and the Handicapped, 1235 North Eddy St., South Bend, IN 46617

(Newsletter: Amicus - free)

Center for Studies in Vocational and Technical Education, University of Wisconsin, Madison, WI (Vocational Education Resource Materials: A Bibliography of Materials for Handicapped and Special Education, 1975, 1976)

Materials Development Center, University of Wisconsin-Stout, Stout Vocational Rehabilitation Institute, Menomonie, WI 54751 (Publication: Work Evaluation and Adjustment - An Annotated Bibliography, 1974, 1975 -- variety of useful documents, monthly newsletter announcing publications)

The Center for Vocational Education, The Ohio State University, 1960 Kenny Road, Columbus, Ohio 43210. (Newsletter: The Centergram)

Vocational Evaluation and Work Adjustment Association (Newsletter: Vocational Evaluation and Work Adjustment Bulletin, c/o VEWAA Subscription Coordinator, 1122 Haley Center, Auburn University, Auburn, AL 36830 - \$5.00/yr)

Wisconsin Vocational Studies Center, University of Wisconsin-Madison, 321 Educational Building, Box 49, Madison, WI 53706 (Newsletter: News and Notes for Vocational Educators)

Federation for Children with Special Needs, Martha Ziegler, Director, 120 Boylston, Boston, MA 02111

Key Legislation

PL 94-142 Education for All the Handicapped Act, 1975

PL 94-482 Vocational Education Amendments, 1976

PL 93-112 Vocational Rehabilitation Act with Amendments

PL 94-103 Developmental Disabilities Services and Facilities Construction Act

Key Federal Register Citations:

Wednesday, May 4, 1977 (Sec. 504) Nondiscrimination on basis of handicap: Programs and activities receiving or benefitting from federal financial assistance.

Thursday, Apr. 7, 1977 Vocational Education: State programs and Commissioner's discretionary programs; meetings.

Thursday, Dec. 29, 1977 Assistance to states for education of handicapped children: procedures for evaluating specific learning disabilities.

Tuesday, Aug. 23, 1977 (Pt. II) Education of handicapped children: Implementation of Part B of the Education of the Handicapped Act.

Chapter 766, Massachusetts General Laws, 1972 (implemented September 1, 1974)

SEX EQUITY AND OCCUPATIONAL EDUCATION

CAROLE JOHNSON

PART I - NEEDS STATEMENT

In spite of Chapter 622 and Title IX, extensive sex-role stereotyping, both nationally and statewide, is evidenced in vocational education. Recent statistics from the Department of Health, Education and Welfare indicate that 73.4% of all women enrolled in vocational-technical schools receive training in either Consumer and Homemaking or Office Occupations.¹ In Massachusetts, the percentage of women involved in the same traditionally female programs is even higher, at 77%.² These statistics are particularly alarming when examined more carefully. For example, 49% (within the 73.4% figure of all women in vocational education) are enrolled in Consumer and Homemaking, a field in which only 2% of total enrollments are geared toward gainful employment. And those women who are not enrolled in Consumer and Homemaking -- those in the office occupations or health areas, are being trained for relatively low-paying jobs. In comparison, only four (4) out of every 27 areas in the male concentrated trades and industrial programs pay less than four dollars (\$4.00) per hour. In fact, there are three times as many program options in traditional male fields as there are in traditional female fields.³

Most young women are not trained to be financially self-supporting. The problem is serious when we realize that women work for the same reasons as men -- out of necessity. This is certainly true of the 8.5 million women workers who were never married (out of a total employment for women of 33.6 million in 1975) and also the 3.1 million married women workers whose husbands earned less than \$5,000, and the 6.9 million women workers who were widowed, divorced, or separated from their husbands, particularly if they were raising children.

It is a myth that most women work for reasons other than essential financial support. Statistical data show that contrary to the myth, women are seriously attached to the workforce and work out of economic necessity. Despite that career commitment and necessity, women are routinely concentrated in low-paying, dead-end "women's work". Employment clustering in these types of jobs is mirrored in most job training programs chosen by girls in vocational education programs.

Young women as well as young men need to be informed of financial risks and disadvantages involved in choosing certain careers. Unfortunately, women are often socialized to be financially dependent on males, with little consideration given to a realistic, self-supporting career. Statistical evidence, which clearly indicates women's economic needs and financial reasons for working, is often overshadowed by myths like the following:

¹M. Mathews, S. McCune, HEW Manual: Complying with Title IX, Implementing Institutional Self Evaluation.

²Massachusetts Annual and Five-Year State Plan for Vocational Education, 1978-82.

³How to Erase Sex Discrimination in Vocational Education, Women's Rights Project, American Civil Liberties Union Foundation.

⁴"Women Work", Employment Standards Administration, U.S. Department of Labor, July 1976 (revised).

"most women work just to supplement a man's income -- they don't really need to work" or
"she'll probably quit working as soon as she gets married -- so why spend valuable time and money training her."

We know these myths are dangerous -- and are perpetuated not only by parents, teachers, and guidance counselors, but many times by students themselves. Factual information must be provided to overcome these false assumptions. U.S. Department of Labor statistics indicate over and over again that most women will work many years during their lifetime before, during, and after marriage. Female students must be educated and counseled about such economic realities. When we examine divorce rates and poverty levels of the elderly (2/3 of whom are women) it is no longer realistic to assume that because a young women marries she will be taken care of forever.

A. Recruitment and Outreach

Key factors inhibiting effective outreach to and recruitment of female and male students to non-traditional programs vary within schools and regions. Usually a guidance person is responsible for outreach work and it is through this person that a picture of the vocational school is presented to potential students. If the outreach presentation is positive, students will probably be interested in enrolling. If it is negative or is not presented in a way that students feel they might "fit in" or become a part of the school, chances are they won't be interested.

Specific positive or negative images are often presented which unconsciously exclude males or females from certain programs. For example, an outreach counselor might display brochures or literature depicting only males in carpentry classes or only females in child care programs. The results, though very subtle, can affect enrollments.

A generally neutral attitude on the part of the outreach person toward these problems will not bring about changes. Sex-affirmative statements, and positive, active recruitment and outreach for non-traditional programs is needed. Examination of language and descriptions of programs is essential. Does the outreach person usually refer to students in Auto Mechanics Shop as "the boys in Auto Mechanics", or "most of the boys in this shop"? Oftentimes, because peer pressure is so great, just one phrase can eliminate that program option from a student's choice.

Active plans should be made to encourage males and females to enroll in non-traditional programs. Some schools are discovering the effectiveness of role models in recruiting. A guidance counselor at Vinal Technical School in Middletown, Connecticut, for example, always tries to take a student (presently enrolled in a non-traditional program) along when he does outreach work in sending schools. He claims that the presence of a successful student automatically encourages students who might have doubts about choosing a non-traditional program.

Other schools are utilizing videotapes and slide presentations to illustrate "success stories" of students who chose and succeeded in non-traditional areas.

If outreach work is focused on parents as well as students, the same techniques prove effective. Parents of female students, in particular, should be reminded of financial factors which will affect their daughters' economic dependency or independency later in life. Statistical information on women's economic status and reasons why women work should be included in discussions with parents...especially parents who have daughters.

B. Admissions Policies and Procedures

We might assume that because females are distributed relatively evenly throughout Massachusetts, that proportionate numbers of female students would be enrolled in occupational education programs throughout the state. Unfortunately, many schools have extremely small female enrollments, and as recently as 1974, two schools in Massachusetts had no females at all.

Admissions policies and procedures are legally mandated to insure equal access; however, it has been necessary to force legal compliance in a few situations. In one case in particular, forty-six female applicants seeking admission to an all-male vocational school were rejected because of their sex. Even after the case was brought before the Massachusetts Commission Against Discrimination, the school committee and superintendent refused to obey the order of the State Commission.

Fortunately, situations like this one seem to be infrequent; however, they do indicate symptoms of a serious underlying problem in admissions policies. Most vocational schools are enrolling female students, but they are not enrolling those students in non-traditional programs. In 1976, Massachusetts enrollments in Public Vocational Education Programs in the Trades Area included a total of 57,548 students. Only 5,621 of those students were female.¹

Female students interested in non-traditional programs face two obstacles: 1) external resistance from the vocational school, and 2) internal resistance often created by peer pressure and/or parental and societal disapproval.

Some schools are overcoming these barriers by eliminating all external resistance factors and simultaneously exploring ways to minimize internal resistance factors. South Middlesex Regional Vocational School, for example, has effectively decreased the external resistance factor by utilizing an individual approach to admission procedures. Standardized testing is used only as a tool in conjunction with personal interviews. The Admissions Committee reviews test results and past academic records, but only to assess the strengths and weaknesses of the student to determine courses of study. Each student is evaluated individually, and testing is not used as the primary screening procedure for admissions. In this way, students are not channeled into traditional programs, which often reflect archaic images of sex roles from another era, but rather, they are encouraged to pursue individual interests and realistic job opportunities.

C. Curriculum

Key factors inhibiting access by male and female students to non-traditional programs are often overlooked because of subtle underlying problems related to sex-role stereotyping. Some of these problem areas include exploratory programs, course descriptions, brochures, and prerequisite requirements.

Exploratory programs vary; however, most are designed to give students an overview and general understanding of the shop being considered. Some schools open exploratory shops to incoming students before they enter the vocational school, while others require new students to explore a variety of shops early in their first year.

¹See also, Massachusetts Annual and Five-Year State Plan for Vocational Education, 1978-82.

The subtle problem arises when students are given open-ended choice as to which shops they will explore. If the choice is up to the student, most of the time boys will choose traditional male shops to explore and girls will choose traditional female shops. This problem has been solved quite simply by a number of schools in New England by requiring incoming students to sample every shop (regardless of tradition or sex). These schools have discovered that, after exploration, students are choosing non-traditional shops more often, and many times are choosing careers they had never before considered. Resistance on the part of parents and/or students is resolved by simply changing curriculum requirements to include Shop Exploration in all areas. Guidance personnel have indicated that parental resistance is usually minimal after the initial first year of the program.

Course Description and brochures illustrating specific shops can also inhibit students from choosing a non-traditional program. If the course description refers only to "boys", girls will have a difficult time considering that particular shop as an option.

Rigid prerequisites can also prohibit non-traditional choices. For example, a boy interested in Fashion Design may not have had the opportunity to take Sewing in Junior High School. If Sewing is a pre-requisite to Fashion Design, he may be discouraged from enrolling in that program. Remedial courses in Sewing might be offered, or the pre-requisite requirement might be changed, and perhaps sewing could be included in introductory Fashion Design curriculum.

Sometimes pre-requisites are actually unrelated to the shop being considered. One Cosmetology class, for example, required Home Economics as a pre-requisite. Solutions to this problem are obvious. In most cases, however, preliminary basic skills are required for shops -- and reasons for pre-requisites are legitimate. Remedial courses must be integrated as preliminary skill-building options so that students will have the opportunity to expand choices, regardless of prior sex-role stereotyping.

D. Teacher Pre-Service and In-Service

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Reluctance on the part of shop teachers can also be a restrictive factor. Change of any kind is always difficult, and usually creates a certain aspect of fear in people. A significant change occurs when a shop teacher who has taught only boys for ten years is suddenly faced with one or two, or five female students -- in a class full of males. He is faced with questions and problems immediately: "Will the female student be able to physically do the work?" "Do I have to protect her from male students in the class who might resent her presence?" "Should I give her extra help -- and what kinds of problems would that create for her, and for me?" These, and other questions arise when females enroll in traditional male shops. The same is of course true when boys enroll in traditional female programs.

Effective models are now being integrated into teacher in-service programs to counteract these important problems. One such model, presently being used at Cape Cod Regional Vocational School, has proven to be extremely successful. The project is designed to give shop teachers a "hands-on experience" (similar to the exploratory program students go through) in an assortment of non-traditional shops. Careful scheduling creates a simulated situation for the teachers so that they experience "What it feels like" to be the only female in a male shop or vice versa. After six weeks, positive results usually occur. Male Auto Mechanics teachers can be seen sewing in Fashion Design shops, and female Cosmetology instructors can be observed welding in the Plumbing Shop. Many of the 25 instructors involved in the ten-week training institute illustrate extreme positive changes in behavior toward non-traditional shops.

Apathy on the part of instructors in this program was non-existent, partially due to the fact that college credit was arranged for participation, and partially due to the fact that the program was "activity-oriented".

In-service or after school programs in this area must have built-in incentives in order to be successful. Natural resistance to change can create an overpowering obstacle -- unless an outside reinforcing factor is built in.

E. Guidance Practices and Support Services

Probably the most subtle, unconscious stereotyping in vocational education happens in guidance and counseling. It is here that students are introduced to programs, and reinforced or discouraged to enroll in specific areas.

One of the tools used by many guidance counselors is the standardized interest survey. Most educational testing companies have these tests available for purchase, and guidance departments administer them to large specified student groups. Unfortunately, most of these tests are extremely sexist because they utilize a double standard scale. For example, a boy whose test score indicates an interest in medicine will receive a feedback sheet indicating that he should consider "Doctor" as a career choice. A girl, with the same identified interest on the test would receive feedback indicating she should explore a career as a "Nurse".

One solution to the interest test problem is to suspend administration of the test completely until the companies produce sex-neutral scales. A more reasonable solution, however, is to eliminate separate scales, and combine the two. A general overall solution is to openly discuss the discrepancies with students and point out the inadequacies.

An overall sex-affirmative attitude should be evident on the part of the counselor. A neutral, passive attitude will not remediate the harmful effects of sex-role stereotyping in career exploration.

F. Scheduling and Enrollment Patterns

Enrollment patterns are significant indicators of efforts being made by vocational schools to implement change. If administrative policies have included minimizing pre-requisites, and active encouragement of non-traditional choices through required experience in exploratory shops, sex ratios will eventually be equalized in all areas.

Many schools are faced with the "by-products" of traditional enrollment patterns. For example, if most of the male students are enrolled in traditional shops, it will be difficult to integrate other academic areas and physical education classes.

Scheduling cannot legally be done by sex segregation and there is actually no reason why it should be done that way. A good analogy is to examine patterns with regard to race segregation. Vocational schools wouldn't think of scheduling all the black and white students for Physical Education classes separately.

G. Linkages with Sending Schools

Sending schools face the same problems related to subtle sex-role stereotyping that vocational schools do. It is the sending school that usually offers the pre-requisites and/or admission to certain trade areas in the vocational school. Again, an exploratory approach, with a required sampling of non-traditional shops by both males and females can be effective.

Sending schools are often responsible for assembling "an audience" of students to listen to the vocational school outreach person describe programs. Many times "the audience" is assembled by sex: boys are encouraged to attend the talk or slide presentation on Auto Mechanics and girls are encouraged to attend the overview on Cosmetology. This common and illegal segregation could be remedied easily by sending both boys and girls to each presentation.

A number of sending schools have taken positive action to encourage children to expand career alternatives and interests. Harwich Junior High school, for example, has instituted a "Career Shadow" program in which students are able to spend a day with a person working in a profession which interests the student. The program is effective in many ways, but its build-in emphasis on non-traditional exploration makes it extremely unique.

H. Employer and Community Outcomes

Major industries and large businesses are now under significant pressure from the federal government to comply with equal opportunity regulations with regard to sex. Executive Order 11246, and Title VII of the Equal Employment Opportunity Act, in particular, have forced large companies to actively recruit women for traditionally male positions.

Many vocational schools are feeling the pressure through apprenticeship programs connected with these large companies. In Connecticut, for example, Pratt-Whitney Aircraft has notified two vocational schools that they are actively seeking out skilled women.

Small businesses are slower to respond, primarily because many are not included under federal regulations. However, the influence big business usually has on smaller industries is significant. It will simply take time.

In the meantime, vocational schools should inform local cooperating industries that legal requirements must be met, and more and more skilled students will be entering the job market in non-traditional roles. An education process must take place before the student arrives at the work site and before that work site position is negotiated for the student.

Part III - Appropriate Technical Assistance Strategies

Successful strategies for achieving equal access to non-traditional programs must originate with the Department of Education. There can be no question in the minds of the school administrators and instructors, as to the degree of commitment the Department has to sex equity issues. It should be official and common public knowledge that not only are the laws enforced, but they are "believed in" by the Department. An active, positive, public affirmation is necessary to convince school administrators, teachers, parents and students that the Department of Education believes in non-traditional occupational education. After that fact is established, any resistance can be openly addressed and remediated.

Individual school needs and problems centered around equal access don't always require additional financial expenditures. Creative solutions can usually be found within existing budgets and resources -- if problems are openly discussed. The issue of sex equity is especially sensitive because many of the problems identified are often associated with related personal issues. For example, sometimes an administrator is unwilling to supply information, for example, on a particular topic, if they might relate to his/her personal feelings about a "woman's role -- or a man's role". These related problems must be taken into consideration when implementation strategies are discussed.

Because we are talking about extreme change in some cases it is important to offer incentive programs to school personnel. Creative alternatives will not simply evolve unless active, enthusiastic individuals are working to implement ideas. College credit or stipend programs are sometimes effective; however, it is most important to meet the needs of each particular school staff. Already committed individuals should be sought out and encouraged, and overt resisters should be reminded of the law.

RESOURCES

PRODUCTS/PRINT

Boundy, Kathleen. "Eliminating Sex Bias and Discrimination in Education," 22 Inequality in Education ORDER: Center for Law and Education, Gutman Library, 3rd fl., 6 Appian Way, Cambridge, Mass. 02138 COST: \$1.50.

"How to Erase Sex Discrimination in Vocational Education". Women's Rights Project, American Civil Liberties Union foundation, by Patricia Beyer and Geraldine O'Kane. ORDER FROM: ACLU, 22 E. 40th St., N.Y., N.Y. \$3.00, \$1.00 to Volunteers or ACLU affiliates.

Hubbert, J. E. "Sex Discrimination in Vocational Office Occupations Programs," 31 Business Education Forum 11 (Dec. 1976).

Lehman, Phyllis. "Cutting Sex Bias Out of Vocational Education" 2 Worklife 2 (Feb. 1977). Discusses difficulty of changing sex-biased attitudes.

Lerner, Jane, Fredell Bergstrom and Joseph E. Chaspazne. Equal-Vocational Education, (1976). Final report on model program designed to eliminate sex bias in Texas vocational education programs, as carried out at Sam Houston High School. FREE FROM: Center for Human Resources, University of Houston, College of Business Administration, Cullen Blvd., Houston, Texas 77004.

Lewis, Morgan V. and Lynne Kaltreider. Attempts to Overcome Sex Stereotyping in Vocational Education: Final Report on a Study of Women Enrolled in Traditional Male Vocational Programs in Eleven Secondary Schools (1976). Includes methodology for assessing student, parent and teacher attitudes, sample surveys. ORDER FROM: Institute for Research on Human Resources, The Pennsylvania State University, 207 Kern Graduate Blvd., University Park, PA 16802 COST: \$10.00.

Louisiana Bureau for Women, "Forty-six Pioneers: Louisiana Women in Non-Traditional Jobs," Nov. 1977 (single copy free from LA Bureau for Women, 530 Lakeland Dr., Baton Rouge, LA 70802).

Maupin, Joyce, "Working Women and Their Organizations." ORDER FROM: Union Wage Education Committee, P.O.Box 462, Berkeley, CA 94701, \$1.00.

U. S. Government: Sex Discrimination and Sex Stereotyping in Vocational Education. 1975 Subcommittee on Elementary, Secondary and Vocational Education, House of Representatives 94th Congress, 2d Session. ORDER FROM: Subcommittee on Elementary, Secondary and Vocational Education, U.S. House of Representatives, Rayburn Building, Washington, D.C. 20515. COST: none.

Women in Non-Traditional Occupations: A Bibliography (1976). ORDER FROM: Deborah Ashford, Bureau of Occupational and Adult Education, U.S. Office of Education, Room 4147, 400 Maryland Ave., S.W., Washington, D.C. 20202. COST: Free, as supplies last.

PROGRAMS

Connecticut Women's Educational and Legal Fund, Inc. Contact: Attorney Susan R. Meredith, Executive Director, 614 Orange Street, New Haven, Connecticut 06511 (203-865-0188). Public Interest Law firm specializing in sex discrimination cases -- coordinates extensive statewide education program for vocational and sending school teachers, counselors and administrators.

Eli Whitney Vocational High School. Contact: Nathan Mayron, Principal, 257 North 6th St., Brooklyn, N.Y. 11211. (212-287-7658). An innovative exploratory program is being offered during ninth grade. Every student works at an introductory level in 10 of 15 vocational shop areas.

New Pioneers Project to Eliminate Sex Bias in Occupational Education. Contact: Amanda Smith, Division of Equal Education, State Department of Education, Raleigh, N.C. 27611 (919-733-3551). A strategic model has been developed for changing the education system to accommodate a wider variety of educational and occupational choices for women and men.

Southeastern Massachusetts University, Title IV Training Institute. Contact: Dr. Cheryl Ochs, Project Director, SMU Education Resource Center, 1215 Purchase St., P.O. Box A-2076, New Bedford, MA 02741. Teacher/Counselor Training Institute for Vocational Schools and Sending Schools. Decision-making model with sex equity emphasis. Teachers and counselors participate in "hands-on" exploratory program focused on sampling non-traditional shops.

PEOPLE

- Susan Bucknell, Director, Permanent Commission on Status of Women, 6 Grand Ave., Hartford, CT (203-566-5702). Has established extensive, innovative relationship between Connecticut Vocational Schools and Labor Unions.

Bernard English, Guidance Counselor, Vinal Technical School, Middletown, CT (203-346-9667). He has developed an innovative, successful shop exploratory program which has increased numbers of students choosing non-traditional programs. Available for speaking and training sessions.

Louise Raymond, experienced female auto mechanic (for 7 years). Speaks to groups of administrators, teachers and students as positive non-traditional role model. Sears Auto Repair Shop, N. Dartmouth Mall, N. Dartmouth, MA.

Mary Ellen Verheyden-Hilliard, Director of SEGO, Sex Equity Guidance Opportunities Project, American Personnel and Guidance Association, 1607 New Hampshire Ave., N.W., Washington, D.C. 20009 (202-483-4633).

PRIORITY POPULATION #4: Minority/Urban/Disadvantaged

OMOWALE FOWLES

NEEDS:

Minority populations have historically been exploited at the lowest and least skilled levels of the labor market. They have been pitted against one another in competition for the most menial labor positions. There had been little or no legislation guaranteeing these citizens their rights of access to the total labor market and to programs which would lead to jobs.

Racial stereotypes and economic class biases operated to erect and maintain barriers of mistrust and dissention among lower class European and poor, minority workers. This trend was entrenched most successfully in the early 1900's when Afro-Americans, seeking work in the major metropolitan centers, were used by corporations as scab labor against the organizing and striking unions which represented exploited factory workers. The threat of a worker-flooded labor market and the growing trend toward dependence on machines pushed unions toward very strong anti-minority membership clauses in an effort to control the labor supply and protect the higher wage and benefit packages obtained from corporate managers. During the 1960's, when discriminatory membership clauses were outlawed by Fair Employment Practices Legislation, rigid membership policies and apprenticeship procedures were intensified in the unions in an effort to prevent the inevitable increase in the labor market due to the influx of minority workers.

Because traditional modes of education have perpetuated class and race biases of the total society, minority populations have been denied access to and excluded from most educational and training institutions and apprenticeship programs. With the exception of Tuskegee Institute in Alabama, established by Dr. Booker T. Washington in the late 19th Century, and the limited vocational curricula offered by segregated Black colleges and universities, the Afro-American population has had very few opportunities to receive comprehensive vocational and occupational training.

Federal legislation, of which the Boston Desegregation Decision is a result, have begun to reverse the discriminatory trends in hiring and training. However, these efforts alone are not sufficient to attract and incorporate minority people into existing occupational and vocational programs after decades of exclusion. One example of the need for compliance with the 1974 Garrity Decision is Boston Trade High School, which was slated to become a comprehensive high school offering business, college and vocational courses. Because of the lack of follow-through on the part of central school administration; insufficient personnel, equipment, and materials; and a shorter school day, the result of bussing schedules, students do not learn all of the basics in their vocational courses. This means that they cannot take advantage of entry level jobs offered by industry, even though the academic quality of the student body (63% Afro-American, 32% Caucasian, 3% Hispanic, 2% Other) has consistently improved. The net result of graduating only partially prepared students impacts doubly on those who are from minority populations because they become vulnerable to the recurring stereotypes of "unfit to be employed" or "lazy, street corner ghetto youth".

The Afro-American community is as culturally diversified as any urban population. There are within the community multi-cultural and international people who phenotypically resemble one another but are culturally different. The concerns and issues of Bilingual and women's groups are also the issues of the Afro-American community which includes French, Spanish, and Portuguese speaking Caribbean and African residents.

RECRUITMENT AND OUTREACH:

Occupational and vocational education programs seeking to recruit minority populations must be aware of the cultural variety of those communities and their geographical proximity to training sites. Counselors and outreach personnel should be aware of the

2. Priority Population #4: Minority/Urban/Disadvantaged, cont'd.

Recruitment and Outreach:

day to day survival issues facing the group, and their attitude(s) toward occupational and vocational programs. Recruitment personnel should reflect the presence of minority persons in the training program. Studies, such as "The Role of Occupational Status in the Career Aspirations of Black Women" (Altenor & Dixon-Altenor, 1977), should be reviewed and discussed with minority recruits (Both sexes should be recruited equally).

Outreach efforts must address the institutions and structures of minority communities, and parents of students must be included at every stage of the process. Most minority communities have neighborhood, social and charitable, scholarship organizations. Religious institutions, private community schools and political organizations also exist which have knowledge of youth who could be recruited for occupational training programs. When discussing the merits of occupational and vocational careers, it is most important that the total career spectrum is reviewed so that parents and potential recruits do not misinterpret the invitation as an attempt to divert possible college students into dead-end or soon-to-be obsolete jobs.

In addition to minority staff in the training program assisting with recruiting, minority businessmen should be sought in the immediate community. They can act as consultants to your training program and might be able to offer student-internship positions. Given the economic constraints of most poor, minority communities, such financial stimuli not only attracts potential students but also serves as a motivator to perform well academically. The Compton Unified School District in California offered students with a "B" grade average an opportunity to work four hours per day and go to school four hours per day. The program operated in all three of the district's high schools, was funded from Title I monies, and offered vocational training in three areas: aviation, restaurant management, and vocational nursing. Students received a minimum wage for their work, and had to maintain their grades in their academic subjects. (*Compton, Calif. is about 35% Afro-American, 14% Mexican-American, 1% Asian.)

ADMISSIONS POLICIES AND PROCEDURES:

Standardized entrance examinations which are culturally biased against minority students should only be used to determine the student's skill level upon entrance. Because minority students have not had the best training in basic reading and math in the elementary and early secondary grades, a phenomenon of communities whose property tax assessments are higher than their ability to own property and receive the best of the educational resources, vocational training programs which use standardized tests to determine admission are practicing economic as well as cultural discrimination.

Functional tests with equipment or in introductory class situations could help solve the problem. Oral examinations and interviews with the candidates would also help demonstrate the student's ability and desire to succeed without prejudging his/her intelligence on the basis of verbal skill ability. Students who are bilingual should be interviewed by members of their cultural group. Again, businessmen, working in collaboration with the school, can be of immeasurable assistance in this endeavor.

CURRICULUM:

Teachers are the greatest resource in any school, especially vocational teachers who have had many years experience in their respective fields. Since the language of the traditional educational mode tends to cause problems with minority populations, especially bilingual minority populations, teachers might try using the "vocabulary first" approach combined with tool(s) or pictures of them. In the Career Exploratory Programs in the Boston Middle Schools, many teachers found that this method was very successful, and prevented many students from becoming frustrated and dropping out.

Curriculum:

Experienced teachers who have resources in industry should utilize the practicalities of that industry to make the classroom exercises as real as possible. Students should be taken to businesses so that they can be shown the relationships between the exercise in the classroom and its practical application. Students should be made aware of the total work experience, i.e. the need for licenses; budgetting for equipment and other overhead expences; the need for advertising; legal agreements and contract specifications; et.al. Teachers who are less experienced in the field may need to share resources with colleagues or have resources made available from central office staff.

In all instances, curricular offerings should be representative of the minority groups present so that students will be able to directly apply class lessons to their lives. Since the Career Exploration thrust began again in the mid-seventies, several major companies have begun including minority groups in their films and texts. In cases where no such materials are available, teachers and/or counselors might consider making their own curricular materials (see Resources list, article by Bradley and Thacker).

Since the teacher is the most important resource, vocational teachers from minority groups should be recruited to teach in occupational and vocational programs. Their presence in such programs adds validity and reality to the perspective of the working world for all students. Moreover, minority teachers would be better able to devise and administer testing devices to assess skill levels and development of minority students.

TEACHER PRE-SERVICE AND IN-SERVICE:

Teachers who have not had much experience working with minority youth should be involved in pre-training sessions with minority colleagues, or consultants, to help teachers prepare for "cultural shock." Discussion groups on the history of the minority group(s) being enrolled, and role-play sessions which help teachers overcome some of their inhibitions, anxieties, or biases are methods of training. Also, language classes and courses on Race and Sex Stereotyping help teachers recognize ways in which they might better facilitate a student's learning without insulting him/her. Race and Sex Stereotyping sessions were part of the training package conducted in Boston for middle school faculties in the Career Exploratory Program, Phase II. Teachers were able to help each other realize ways in which biases operated, who had them, and how to avoid committing cultural "faut pas".

GUIDANCE PRACTICES AND SUPPORT SERVICES:

Counselors can use teachers as information resources about student abilities and needs. Teachers and counselors who work with minority students sometimes assume that those students may or may not be interested in certain kinds of related occupational experiences. These kinds of assumptions, which emanate from stereotypes, often result in ineffective counselling of the student or in giving the student incorrect information for his/her aspirations and abilities. Total access to all supportive services and experiences are even more important for minority students because they may not have access to those services or resources elsewhere. Counselors and teachers should not assume that lack of knowledge means lack of interest in an area. Field placements in unusual work settings or materials explaining the variety of employment positions within one occupation should always be presented and made available as often as possible.

The basic Concept of the Career Exploratory Program in Boston was exposure to the little known world of work and the massive array of jobs. This same technique is effective with teachers. Is one teacher now in the hands-on experiment in the Erie County, Pennsylvania, schools: "Before the program I was very much aware that academic

4. Priority Population #4: Minority/Urban/Disadvantaged, cont'd.

Guidance Practices and Support Services:

knowledge was applied to vo-tech, but was not aware how it was applied." (Tauber, 1978) Once teachers and students are turned on to vocational education and occupational careers, teachers and students are then able to relay this information to counselors, who can then select the appropriate service or experience option.

Interest inventories and aptitude surveys are sometimes beneficial if they are used as potential indicators of interest and aptitude and not as finite measures of a student's capabilities or interests. The Kuder Interest Inventory has been used in this manner in one of the Magnet schools in the Boston Career Exploratory Project. The counselor interpreted the information on the students' score sheets in an open-ended fashion, i.e. because the Kuder only offers two choices per question, the tabulation of the answers could only be considered conditional. Had other choices been presented on each question, that is, had there been four or five occupational or activity choices, the test would have been a more precise measure. Regardless of which area the student tested most strongly, every student was scheduled into all career cluster electives. By the end of his/her middle school career, the student would have had exposure and guided experiences in the 15 Career Clusters identified by federal literature. (The composition of this magnet school was 50% Afro-American, 35% Caucasian, 15% Portuguese (Cape Verdean)).

SCHEDULING AND ENROLLMENT PATTERNS:

In order to facilitate the total mix and experience of students, minority students should not be enrolled in all classes together. Minority students should also be placed in as many of the occupational offerings as possible, rather than being locked into one or two occupational choices, such as health, construction, carpentry, etc. The structure of Boston Trade High School's four year program allows students in the ninth grade to get a sampling of all vocational course offerings over the course of the marking periods.

Where possible, field internships with companies in the area of the school or with minority businesses in the area should be arranged such that the student receives the academic training as well as the hands-on experience. The Four-Four Plan of Compton's Unified School District arranged the school day for students in this program as follows: 8:15 am to 12:30 pm school; 1:00 pm to 5:00 pm work. In some instances, students reversed the schedule, work then school, to adjust class sizes to more workable units. Regular students continued with their normal academic schedules. In the Hartford, Connecticut Workplaces Program, the school day was lengthened to coincide with the work day of the industries who provided training and personnel. The school year was also changed to parallel the business year so that students enrolled in the Workplaces program continued through the summer with their vocational training and their jobs. (Richmond, 1978)

To facilitate balanced classrooms (sex and race) in the Boston Career Exploratory Program, one middle school principal divided the student body into pools by grade, and mixed the classes, one by one. Thus, minority girls and non-minority girls were mixed in shops classes and home economics classes with minority and non-minority boys.

LINKAGES WITH SENDING SCHOOLS:

Sending schools with large minority populations are often by-passed by outreach and recruitment visits from occupational and vocational schools, unless the school is the direct recipient of those students. Counselors and teaching staffs do not always develop relationships with larger, more diversified vocational schools if they feel that their students cannot perform well academically or if they do not perceive the need to expose their students to those programs. If the sending school has not been able to prepare the students adequately with basic pre-requisite skills, or if the

5. Priority Population #4: Minority/Urban/Disadvantaged, cont'd.

Linkages with Sending Schools:

sending school has not been successful in raising the basic academic skills levels of the students, the school may not invite recruiters to visit. Conversely, vocational schools which have not conducted outreach campaigns in urban middle schools, may not think of those schools or its students as repositories of capable individuals.

Parents who have children in urban schools should be encouraged to look into the kinds of occupational and vocational programs offered. Vocational schools which are active in recruiting minority students should announce recruitment efforts through print and live media so that parents may influence their respective middle schools to invite recruitment presentations. Minority parents are always interested in the educational options available for their children because of the educational opportunities they were unable to take advantage of because of discriminatory practices which excluded them. The Bi-racial Parent Councils in the Boston Middle School Career Exploratory Program demonstrated to parents the importance of their roles as facilitators of their children's education.

EMPLOYER AND COMMUNITY OUTCOMES:

Parents from the minority communities may know of businesses or companies interested in hiring or training high school students from their immediate area. Working together with teachers and counselors, parents have been able to act as liaison persons with community resource persons that school personnel did not know. Likewise, teachers who have been in the labor market for several decades often have established relationships with employers of high school students who minority parents may not have direct access to. These linkages with employers are most important for the minority community since the process of institutional exclusion has not made it possible for all minority populations to become acquainted with business managers and employers.

Another problem facing minority populations in Boston is that students see only certain ethnic groups performing in vocational work roles. In the Afro-American community, street maintenance contracts are awarded to companies with Italian surnames. Very rarely do residents see Afro-American contractors repairing roads. Thus, vocational programs which offer courses in concrete finishing and paving would not attract Afro-American students unless the program could guarantee employment in the field. The political realities of minority communities is that they are un- or under-represented in the work force. This depresses the desire of minority students to enter vocational fields. It is, in many instances, much easier for Afro-American students to become doctors, lawyers, engineers, et.al. because role models and contacts in those fields are more visible and more readily accessible.

TECHNICAL ASSISTANCE STRATEGIES:

The Department of Occupational Education can facilitate equal access to vocational technical programs by offering non-threatening assistance to schools. Given that equal access is the right of every citizen, by law, to receive an education, vocational program administrators and teachers can be given resources from the State Office of Education that do not exceed the budget or job descriptions of schools. Schools can develop their own processes and resources for meeting the needs of minority youth. For example, teachers and administrators can be asked to pool all of the information that they have about minority students, professional personnel, training, and employment slots. They can also be asked where spaces are available in their current programs for additional time, i.e. 1/2 hours, 1/2 or 1 week here for review or terms, one day there for advanced group work, an opening in the lesson plan for individualized tutoring or flexible activity, etc. When faculties and administrators complain about constraints or increased work loads, alternative work structures could be suggested. Then, they could be prompted to determine how those alternative structures could be put into existence, given their course loads and class sizes. This technique is called leadership from the rear.

6. Priority Population #4: Minority/Urban/Disadvantaged, cont'd.

Technical Assistance Strategies:

Another strategy would be to locate the leaders or the faculty nucleus group and either turn them toward the facilitator/problem-solver role, or, if they are disruptive, move to appeal to their specific areas of expertise.

Past experience in the Boston Exploratory Project illustrated that the needs of a school may have nothing to do with the issues of equal access, or in this case, Career Exploration. Much more serious questions of educational structure and the lack of support from central and state offices and administrators created much more resistance than the implementation of a new program or the enrollment of new students. If, as Department of Occupational Education personnel, you are able to expedite the issue(s) of concern, usually the school personnel will be willing to carry out the new change on their own.

The best place to find written vocational education resource materials is in the ERIC/ AIM-ARM educational resource (microfiche) systems. People resources are as near as the Yellow Pages or the City of Boston, Office of Minority Businesses on the fourth floor of City Hall. Contacts in the minority communities with leaders and other educators will give tips on how and where to find minority teachers, business persons, social and youth organizations, etc. The African and African-American Studies Departments, Asian Studies, Indian Studies, Urban Studies, et. al. centers are excellent repositories of resources and consultants.

No strategy is more effective than the personalized, one-to-one approach. Your concern for the school and its personnel will carry over into the school's concern for its students. As Occupational Education staff make themselves available to share the concerns and problems of their respective schools, joint solutions will evolve from joint efforts and actions.

7. Priority Population #4: Minority/Urban/Disadvantaged, cont'd.

RESOURCE LIST:

Career Exploration Program Models (Boston Middle Schools, 1977)

1. Guidance Concepts for the Career Exploration Lab
 - a. Cleveland Middle School: Teacher-oriented resource room.
 - b. Edison Middle School: Student and Teacher resource room.
 - c. Thompson Middle School: Student-oriented workshop/lab/study hall. Teacher resource room
2. Flexible Scheduling and Curriculum Integration
Wheatley Middle School: Total Infusion of Academic and Vocational class subjects.
The 15 Job Clusters (USOE) scheduled across the three years of middle school reading classes.

Occupational (Career) Education Program Models

1. Economic Development Models for Youth in Hartford, Conn. and Citrus Heights, California. Students form businesses and produce goods and services under the guidance of teachers. (See Readings #2)
2. Erie County, Pennsylvania. Erie County Technical School. Academic faculty receive hands-on field experience for one day with students as tutors. (See Readings #4)
3. Executive High School Internship Program: National Office, 473 Jackson St., San Francisco, Calif. 94111
Urban Pilot: Boston Public Schools. George Murphy, coordinator. 1974
Suburban Pilot: Lincoln/Sudbury High School. Peg Wood, Director. 1973
14 Beacon Street, Boston
5. Four-Four Plan: Compton Unified High School. 1967
Compton, California --

Readings

1. "Developing Local Sources of Career Information" by Richard W. Bradley and Margaret S. Thacker in The Vocational Guidance Quarterly, Vol. 26, No. 3. March, 1978
2. "Employment or Development: Public and Private Responses to Youth Unemployment" by George Richmond in American Vocational Journal, Vol. 53, No. 3. March, 1978
Compares employment results of the separate educational tracks created by private and public training systems, and the social/cultural biases in hiring which result therefrom. Explains the need for personal and economic (professional/occupational) development of young people in lower income and minority groups. Gives illustrations of three model programs in Hartford and Citrus Heights, Calif. Raises the question of youth's economic place in society.
3. "The Role of Occupational Status in the Career Aspirations of Black Women" by A. Altenor and C. Dixon-Altenor in The Vocational Guidance Quarterly, Vol. 25. 1977.
"The Role of Occupational Status in the Career Aspirations of Black Women: A Reinterpretation" by Aida Altenor in The Vocational Guidance Quarterly, Vol. 26, No. 3. March, 1978
4. "Turning Academic Educators on to Vocational Education" by Robert Tauber in American Vocational Journal, Vol. 53, No. 3. March, 1978

RURAL STUDENTS IN OCCUPATIONAL EDUCATION

AHOUVA S. SCHAFER

PART I - NEEDS STATEMENT

In our rapidly changing technological society, no segment of the population remains unaffected. This is no less the case for those living in rural areas than those in urban centers. As professionals working to provide access to occupational education for all disadvantaged groups, we must recognize that training needs and employment possibilities for rural populations must be considered according to the unique situation in each area in order to be most effective. Fiscal needs of rural populations may also be different from those of urban or suburban areas.

It is usually assumed that training choices in rural areas must be limited to a few traditional areas because of the small numbers of students, the limited resources and the traditionally conservative choices of the population. Collaborative efforts by schools in rural areas and the establishment of individualized apprenticeship programs can help to expand course offerings and employment possibilities for rural students.

Although it is true that isolation can be a severe constraint on access to occupational education in rural areas, creative transportation and communication networks, and working within the limitations imposed by geographic barriers can alleviate some of the problems. Counseling to inform students and their parents of the economic realities of remaining in the area, and providing information about the options that geographic mobility can provide are essential for all rural students.

In addition, flexibility and diversity in training programs can provide rural students with greater employability in their area than the more specialized programs necessary in cities. A well-rounded carpenter-plumber-electrician may in fact be better off in a rural community than a specialized tradesperson with expertise in only one area. Those rural areas which rely on seasonal tourism for much of their economic support need to consider training for "off-season" employment so that students have the chance to become self-sufficient, rather than having to rely on unemployment for support during parts of the year. Cape Codders, for example, who learn quahogging in addition to their hotel trade, can then work much more of the year.

Education of the rural population about the offerings of occupational education is crucial to providing equal access. Mobile vans in which students can sample a variety of shops, cable T.V. public service ads, local newspapers, career fairs and local community organizations and clubs are resources which can be taken advantage of to improve outreach. Exposure of parents, students and the community as a whole to occupational education could also, with

sex-fair emphasis, help to counter traditional ideas about roles and jobs, especially as they relate to women.

Sex-role stereotyping is a problem that needs particular attention in rural areas, when traditional values are strong and a woman's training and employability are still considered of secondary importance to a man's. Strong education efforts and new recruitment strategies will be essential to help women out of low income occupations and give them the support they need to develop new alternative careers. Recruitment of girls locally in pairs or groups for non-traditional programs and help in developing support networks are essential. Opportunities must be presented to explore alternatives before decisions are made about training programs.

In sum then, the needs of rural populations for occupational education, although they have many problems in common, must be addressed uniquely for each region. Strategies for equal access must take into account the real economic situations in each region and propose creative alternatives to overcome the barriers that remain.

PART II - KEY ISSUE AREAS

A. RECRUITMENT AND OUTREACH

This is an area that requires major attention in rural areas, because physical isolation and peer pressure to remain in the same local school district are such strong barriers to access to occupational education.

One outreach tool proposed in the Cape Cod area is a mobile van, where students can sample various kinds of shops in a "hands on" experience. Regional high schools could offer car pools for groups of students to attend career days, and could also include parents in shop-sampling activities to increase the attractiveness of occupational training programs for students who might not otherwise take advantage of them.

Establishing support networks for students, especially for those in non-traditional occupations would assist students in making the transition, both physically and emotionally, from their old school and peer group. The kinds of support groups that project SCEE has developed with students can make the difference between a student being attracted to and successfully completing a program or failing to consider or follow-through with it. Recruiting students through a "buddy system" approach, especially women who have great parental and peer pressure to remain "at home" in traditional programs and jobs, would be one way to increase enrollment in non-traditional occupations.

B. ADMISSIONS POLICIES AND PROCEDURES

Limitations on admissions in rural occupational programs relate to the dearth of course offerings and inadequate preparation of students in the sending schools. In rural Western Mass., for example, students enrolling in non-district programs on a tuition basis usually get only their second or third choices in shop programs because

local students have been given preference. Collaborative efforts, such as that in So. Berkshire County, use the money that might go into tuition payment to create small alternative regional programs such as health and food services, and automotive shops in leased facilities.

Students may also be hampered in admissions by inadequate preparation or lack of prerequisites in their sending schools. Pre-program preparatory courses or early remedial help might allow them to make transitions more smoothly and can provide alternatives to standard prerequisites.

C. CURRICULUM

The problem of limited course offerings and stereotyped courses in rural areas is being addressed in a very innovative and exciting manner by the High School Without Walls program in So. Berkshire County. Because of low incidence employment needs in many areas, classes would previously not have been offered. Now, an individualized curriculum with a skilled tradesperson, such as a gunsmith or radio technician is possible for the student interested in non-traditional areas, or desiring local employment in a specific business. Even college bound students can thus explore a field of work which is potentially interesting to them, and special needs students can be accommodated through the individualized curriculum and setting. In this program, the coordinator, student, and tradesperson-trainer create a curriculum contract so that commitments and learning units are clearly defined and the student is qualified in particular skills at the completion of the program. Even including payment of the trainer and the unique program content, the cost compares favorably with other vocational programs.

D. TEACHER TRAINING

Teachers in rural occupational programs are tremendous resources for the occupational education staff person desiring to expand opportunities for rural students. In the Pittsfield area, teachers are required to provide placements for their students, which they do through their personal resource networks. As they work through yearly contracts, rather than tenure, their motivation to stay involved is high. In Cape Cod, teachers are now being asked to include students in their "off-season" quahogging ventures. It is even being proposed that such training be provided as part of the curriculum to expand employment prospects for students, many of whom will remain in the area.

At Cape Cod Regional Vocational High School a teachers' shop exploration program has been established to address the problem of sex stereotyping and to increase enrollment in non-traditional courses. Teachers who have experienced being the only one in a shop of the opposite sex have had their awareness changed dramatically. In addition to being open to new options for their students, they are now working on strategies to recruit students for non-traditional shops.

E. GUIDANCE PRACTICES AND SUPPORT SERVICES

In rural areas as in cities and suburbs, career counseling must begin at an early age. Strenuous efforts will be required on the

part of guidance personnel to counteract sex-bias, and they need the support of their administrators in order to devote their energies to informing students of options and giving them the opportunity to make non-traditional choices. Guidance personnel need incentives (such as credits) for interacting with vocational teachers (such as in a shop exploration program) in order to improve cooperation and communication, and increase the referrals of students to vocational schools.

F. SCHEDULING AND ENROLLMENT PATTERNS

In rural areas, because shops are predominantly sex segregated, academic courses can often follow suit. A more flexible scheduling pattern can be provided in a system which combines leased facilities for special training and outside apprenticeships with the regional school programs. A cluster shop format could help integrate students who, for example, are mechanically inclined. While they might attend different shops for technical training, the required related instruction could bring together students from male and female dominated shops.

G. EMPLOYER/PLACEMENT OUTCOMES

One of the real concerns about rural occupational education is the seemingly small number of options in the local business community, and the lack of resources for developing more placements. An exciting example of how the community can become involved came about through a needs assessment conducted by U. Mass. in Western Mass. Community and school people were surveyed, and expressed their feelings about the needs in their area and began working together as a region to solve problems. Employers have shown themselves to be willing to consider non-traditional employees, and they have become involved in advisory committees and projects to raise funds to continue new programs begun with seed money.

Education here again is crucial, and cable T.V. in the Pittsfield area is being used as the medium to reach large numbers of people. Video films in construction and electronics have been made which employ a woman or minority role model and discuss the instructional and employment potential of each field. These films will also be made available to guidance personnel in the schools for recruitment purposes. Radio, local newspapers, organizations and clubs, and shop exploration programs can contribute to reaching out and involving parents and community members and sending schools in occupational education programs.

Although ideas and traditions change slowly, progress comes about by convincing small groups of people at a time, by beginning one small alternative program and having others see its success. Once support is gained, one can expect increased cooperation and follow-through.

PART III - TECHNICAL ASSISTANCE STRATEGIES

The role of the occupational education staff member as technical assistant is one of bringing together the resources and the stated or implied needs. In this respect, one becomes a broker, and one can help problem solve by establishing the widest possible scope

of resources. In rural areas, where resources may seem limited, a larger network can be developed by using teachers and parents and school system personnel and their outside contacts as a base. Teachers, for example, can be encouraged to make a wide range of personal contributions by involving students and using their contacts to develop placements and on-the-job training sites. Enthusiastic parents can explain programs to others or set up educational events at their business or community organizations.

As has been mentioned previously, all sorts of media contacts can be cultivated to educate community members about possibilities for occupational education in the area. Parents and other adults can be reached through the media to attend career and shop exploration programs. Strong moves towards counteracting sex-stereotyping can be made through providing experiential events which allow people to reality-test their previous ideas or values in a non-threatening way.

Students need the support of peers and role models to help them make non-traditional choices. They can be used to help recruit other students to new areas in outreach programs.

Innovating programs can be established on a small scale with seed money and community support can be built to further expand and fund programs. Ideas, people and programs can be sought out in other areas and successful rural programs can then be replicated in new areas. Communication with other vocational educators in rural areas could help insure innovative solutions to rural occupational education problems.

NOTE: For your information, Ahouva Schafer is not an expert in rural occupational education. Most of the information in this paper was gleaned from Carole Johnson and Jim Shiminsky, Pittsfield Occupational Education Team Leader.

ADULT STUDENTS IN OCCUPATIONAL EDUCATION

LAURA W. SAUNDERS

PART I - NEEDS STATEMENT

In order to understand the needs of adults for occupational education, it is important to define who are, or might be, adult students. Adults constitute an increasingly large segment of the postsecondary population, as more individuals recognize that continuing education over their lifetime is crucial to both occupational and personal development. Just this spring, for instance a Boston area college granted degrees to a class 40% of whom were 35 years and older. The same statistics are repeated throughout many local postsecondary institutions, at all levels. The adult learning population has mushroomed over the past 5-10 years.

Adult students may range in age from post-high-school age to post-retirement. They may be well-established in occupational areas or unemployed. They may want personal development from continuing education or they may want occupational skills. Some may want specific degrees or certificates, others may not. They may be self-sufficient or well-to-do, or they may be economically and educationally disadvantaged. Adult students thus present at least as great an educational challenge as youthful students, and perhaps more so.

For the purposes of this paper, adult students need access to occupational education for three general purposes:

- complete occupational skills training or retraining;
- skills upgrading and learning relevant to occupational advancement; and/or
- pursuit of personal or avocational interests.

Several factors have tended to limit the access of adult students to comprehensive educational services within the public school system.

First has been a traditional definition of adult student needs. Secondary schools have frequently defined their mission toward adults only in terms of adult basic education (literacy), avocational or community education, and occasional vocational programs related to specific trades. The assumption has been that other needs, if any, are being met by other educational institutions.

Second, the public school system has defined its mission overwhelmingly in terms of the school-age population which must be served. Adult programs have been seen as tangential to this mission, frequently as a luxury which cannot be afforded.

Third, adult access has been limited by the traditional structure and operation of school systems, which deliver educational services within a specific structured, inflexible timeframe and format.

Fourth, adult utilization of occupational education has been limited by the orientation, interests, and capabilities of professional staff, who are trained to serve youth and to develop curriculum approaches which meet youth's employability needs. This orientation may mean that teachers are not prepared or encouraged to teach adults, and may have incorrect assumptions about what adults can and want to learn.

Finally, occupational education for adults has been limited by the lack of educational theories about adults' occupational development. For many years, educators have assumed, along with society, that adults, once employed, had their occupational niche assured for life, and that occupational selection and training took place only during adolescence. Only recently have career development and personality development theorists begun to develop a more comprehensive lifetime view of individual development. Particularly in a rapidly changing, technologically advanced society, one-time career choice and training makes little practical sense.

The public school system is thus faced with the challenge of identifying and serving the occupational education needs of that growing body of adult students who cannot be served by private postsecondary institutions. This challenge must be faced within the context of financial constraints and the realities of the labor market.

PART II - KEY ISSUE AREAS

A. RECRUITMENT AND OUTREACH

Some educators may wonder whether an adult student population can really be found, but the experience of collegiate institutions who have actively sought adult students should be convincing. Northeastern University's adult day and evening programs, both on- and off-campus, enroll thousands of adult students each semester. Over the last five years, many private junior colleges have re-oriented their course offerings almost completely toward attracting and serving adult students. The community college system, too, has defined the education of adults as one of its major missions.

These institutions have all learned that recruitment of adults must use different strategies to reach this population. Traditional recruiting within the public school system is not effective. Institutions recruiting adults use mass mailings, career fairs, rapid transit and newspaper advertising, media coverage, linkages with social service agencies, and employer-based recruiting to acquaint potential students with their offerings.

Outreach thus needs to be part of a larger plan for adult programming which identifies who will be served and in what way. In order for adults to be attracted to the public school system, the occupational benefits and quality of programs provided must be apparent.

B. ADMISSIONS POLICIES AND PROCEDURES

Institutions have found that adult admissions has to be a flexibly-designed process that meets both student needs and the needs of employers for certified competency in particular fields. Not all adults want or need a degree or certificate, and many adults take advantage of continuing education on a "non-credit" basis. Adults who want or need to matriculate in their chosen field of study often require assistance in preparing for necessary testing and in building their educational "credentials" for admission. At Northeastern, for example, a student may enroll in basic coursework, including special tutoring for admissions tests, before applying for admission. Thus, students can use grades from current courses and recommendations from current teachers as part of their application. Many programs thus include both credit and non-credit students in the same courses. Some CETA-based adult occupational training programs are organized around skill clusters. Minimum entry and variable exit criteria are established, and students work to achieve basic or more advanced certificates within a specific time frame.

Most importantly, in establishing adult admissions requirements, occupational training programs need to give high weight to individual motivation and attitude.

Adults do not have to be academic "superstars" in order to succeed, because their need to learn and gain employment-related skills is so strong. This high level of motivation is frequently cited by teachers of adults as the key factor in acquiring new knowledge. Despite family and work pressures, many adults will study long hours, attend classes without fail, work hard during classtime, ask for extra help, and generally take their opportunity seriously.

C. CURRICULUM

While many adults have successfully negotiated traditional curriculum as members of classes of predominantly youthful students, many teachers have found that pedagogy that seems appropriate for adolescents is "off-target" with adults. Adults appear to respond best to what adult educator Malcolm Knowles calls "andragogy", teaching techniques which are highly participatory, concrete and related to students' own experiences, and individualized. In this situation, the teacher is more of a learning colleague and guide and much less of an authoritative lecturer. Vocational educators, on the whole, can make this curriculum transition more easily than many academic teachers, because they have traditionally oriented their teaching to "hands-on" and concrete, real-world experiences. Where they may feel less familiar is in using work and life experiences that adults already have as the teaching base.

Most importantly, adult students are not passive learners who "have to" be in school. They will want to know what they are expected to learn, by when, how they will be evaluated, and how what they are learning will be directly relevant to their occupational goals. Curriculum design must reflect attention to these issues, not as an afterthought but as a central aspect of teaching.

Curriculum design must also take into account the individual learning "gaps" that adult students may bring with them and make provision for special tutoring or remediation work.

Finally, many adult programs build in personal development components which improve adults' chances for occupational success, such as group and individual counseling, job search strategies, career planning, and courses on employer-employee relations.

D. TEACHER TRAINING

Many secondary school teachers are neither comfortable nor successful in the role of adult educator. Those who have adapted to this role, however, have found to their delight that teaching adults is extraordinarily satisfying and exciting.

Most important appears to be teacher self-confidence in working with adults as colleagues. Adults are very sensitive to being "talked down to" and will "tune out" a teacher who establishes educational authority by treating them like children.

Since adults participate in occupational education to achieve immediate employability, teachers must be prepared to relate what they are teaching directly to what employers want. While in theory this is true of all vocational education, it is particularly crucial in working with adults. Nothing destroys teacher credibility as quickly as a student returning from a job interview who has been told the curriculum is out-of-date or inappropriate.

There are few graduate level programs directed specifically toward training teachers to work with adults. In our experience, the best adult teachers are those who know their subject and the relevant labor market well, and who have had in-service opportunities to develop their skills in working with adults. The opportunity to observe good adult education programs, to co-teach with an experienced adult teacher, and to share strategies with other teachers of adults are probably the most valuable teacher training experiences in this area.

Most importantly, future teachers of adults need the opportunity to think through their own attitudes toward adult students and to overcome biases and wrong assumptions which would make them less effective in the classroom.

E. GUIDANCE PRACTICES AND SUPPORT SERVICES

Most adult programs have found that adults learn best when the context is highly supportive and addressed to their needs as adults. This may mean that schools need to provide a more adult-oriented environment than exists in most schools, with rules and regulations shaped to them and not to teenagers, with opportunities for socializing, and with the services of support personnel who can help with learning difficulties, locate social service resources, talk through family or personal problems, and assist with career planning.

Teachers, especially, need to be prepared to serve in a counseling capacity, since many students will want to discuss their careers, study problems they are having, and, occasionally, family or personal problems that are affecting their work.

F. SCHEDULING AND ENROLLMENT PATTERNS

Most schools recognize that traditional fixed scheduling patterns are not appropriate for meeting the needs of adults. What is needed, however, is not one specific alternative, e.g., a block of evening courses, but rather alternative schedules to meet the needs of different groups of adults.

Unemployed adults, particularly women returning to the labor force, really need daytime programs, so they can be in school while their children are in school. Unemployed adults also need the experience that good coop arrangements can provide, and this type of program works most successfully during the daytime.

Adults who are employed during the daytime need late afternoon and evening programs which support and extend their employment goals.

Some institutions have successfully instituted weekend and vacation-time institutes, where adults attend school for more extended periods of time during what would normally be school "down" time.

G. EMPLOYER/PLACEMENT OUTCOMES

Linkages with current employer training needs, opportunities for coop-type placements, and curriculum and equipment assistance from employers all appear to be important components for successful adult programming.

Frequently, too, schools need to have a high advocacy profile with employers who may need to be demonstrated to them that adult trainees, particularly disadvantaged adults, will be capable of consistent, skilled employment.

Employers' own affirmative action needs for women and minorities help to make them receptive to programs which are training these adults for specific occupations in which they have been underrepresented in the past.

Adults themselves will be attracted most to programs where strong employer linkages have been established.

PART III - TECHNICAL ASSISTANCE STRATEGIES

Department of Education staff have the opportunity to work with local school systems to improve their programming for adults by developing strategies which address both adult needs for training opportunities and school system needs for fiscally feasible programs.

Most postsecondary institutions began actively recruiting adults when they were faced with rising costs and declining enrollments. The growing adult learning population became seen as a whole new market for programs to use more fully facilities, resources, and personnel.

The same dynamics in school systems can provide the "opening wedge" for discussions about programming for adults.

Department of Education staff can assist school systems in diagnosing the occupational training needs of their local adult populations. Ready sources of information are the local CETA subgrantees and local postsecondary institutions. Department of Education staff can also arrange for school systems to observe existing programs, and can assist them in adapting models and their own existing program designs to adult needs. Department of Education staff can serve to facilitate linkages between school systems, adult-serving agencies such as Department of Employment Security, CETA, WIN, Massachusetts Rehabilitation Hospital, and local employers, to develop collaborative training relationships that utilize existing resources and facilities as much as possible.

Finally, Department of Education staff can initiate teacher and administrator in-service programs which focus on the training of adult students and bring together adult occupational education training specialists who can provide resources and strategies to school system personnel.

RESOURCE LIST

Programs/People

Options: A Career Development Project About Rural Women. Contact: Faith Dunne, Director, Department of Education, Hinman Box 6021, Dartmouth College, Hanover, NH 03755, 603-646-2037. Decision-making, life planning and consciousness raising course for high school age rural youth considering career realities and options.

South Berkshire Collaborative. Contact: Jim Shiminsky at Pittsfield Regional Education Center for details on their collaborative programming and innovative apprenticeship project.

Cape Cod Regional Vocational High School. Contact: Carole Johnson (see resource consultant list for further information on their shop exploration program.

Bernard English, Guidance Counsellor, Vinal Technical School, Middletown, CT; 203-346-9667. He has developed an innovative successful shop exploration program which has increased enrollment in non-traditional areas. Available for speaking and training sessions.

Reducing Vocational Education Stereotyping (SERVES). Contact: Luther L. Kiser, Ass't Superintendent of Curriculum & Instruction, Ames Community School District, 120 South Kellogg St., Ames Iowa 50010; 515-232-3400. This rural project will identify sex-role stereotyping in curriculum materials and develop in-service training programs and materials for vocational educators.

Local Vocational Advisory Council Involvement in Effecting Sex Equity in Vocational Education. Contact: Anna M. Gorman, Dep't of Home Economics, Oklahoma State University, Stillwater, OK 74074; 405-624-5047. This project is working on developing a model to involve local advisory councils in planning for sex equity in vocational high school programs.

Preparing Rural Women for Vocational Choices. Contact: The Grail, Grailville, Loveland, OH 45140; 513-683-2340. This project will prepare a model and manual for developing vocational counselling programs for rural women.

Model for Developing Bias-Free Vocational Education Programs. Contact: Ms. Roberta Bowell, Department of Education, Pouch F, State of Alaska, Juneau, Alaska 99811; 907-465-2990. This project is developing a model for achieving sex-equity in rural schools.

The Center for Vocational Education. Contact: Dr. Harry Drier, The Ohio State University, 1960 Kenny Road, Columbus, OH 43210; Toll-free hotline: 800-848-6560; 614-486-3655. This project will send you free materials and resources and bibliographies on rural vocational education.

Print/Product

Rural America Series: Career Guidance, Counselling, Placement and Follow-Through Program for Rural Schools (K-14). A sixteen-handbook series on Rural Career Guidance. Available from the Center for Vocational Education (see above).

AIM/ART Project: Resources in Vocational Education. The Center for Vocational Education (see above).

Cooperative Rural Career Guidance System. The Center for Vocational Education.
Dr. Harry Drier (see above).

American Association for Vocational Instructional Materials. Engineering Center,
Athens, GA 30602. Competency-based learning modules.

ERIC Resources ED134799 - Influence of Model Vocational Programs on the Attitudes
of Rural Disadvantaged Adolescents.

"The Rural Connection" newsletter. The National Center for Research in Vocational
Education. Dr. Harry Drier, Project Director (see above for address).

ADULT STUDENTS IN OCCUPATIONAL EDUCATION

RESOURCE LIST

PUBLICATIONS

EDC, Career Education Project Manuals, Newton, MA 1975.

- a) Attracting Clients to Service-Oriented Programs
- b) Designing and Operating a Career Counseling Service for Adults
- c) Developing Career-related Materials for Use by and with Adults
- d) Establishing and Operating a Career Resource Center for Adults
- e) Integrating Research and Evaluation into the Operation of Service-Oriented Programs

Hoffman, Fae E., et al., Applied Management Sciences and B'nai B'rith Vocational Services, Washington, D.C. 1974.

- a) Explorations, Part I: Guidelines for Career Development in Adult Education. Career Activities for Adult Education Classes.
- b) Explorations, Part II: Guidelines for Career Development in Adult Education. State Listing of Adult Career Education Activities.
- c) Explorations, Part III: Resources. Recommendations for Adult Career Resources.

ERIC IDENTIFICATION #'S: a) ED 102 426; b) ED 102 427; c) ED 102 428

National Institute of Education, HEW, Recurrent Education, Georgetown University Conference on Recurrent Education, 1974.

Nalfi, George J., Strengthening the Alternative Postsecondary Education System: Continuing and Part-time Study in Massachusetts, University Consultants, 1973.

Northwest Regional Educational Laboratory, Portland, Oregon, Adult Career Education, Counseling, and Guidance Literature Resources. ERIC ID #: ED 094 124

State Manpower Services Council, Commonwealth of Massachusetts, Employment and Training in Massachusetts: Agenda for Action, 1977.

Other ERIC citations of interest:

- ED 110 681 Equity of Access: Continuing Education and the Part-time Student
- ED 111 965 6th Annual Conference on Postsecondary Occupational Education: Continuing and Adult Education in Vocational Education
- ED 112 093 Survey and Analysis: Serving Aged in Vocational Education
- ED 112 989 Assessment of Adult Needs
- ED 113 111 Adult Education Demonstration Projects-
- ED 121 979 Radical Ideas in Adult Education
- ED 123 413 Trends in Adult Education with Implications for Vocational Education
- ED 119 549 Equality of Access in Postsecondary Education
- ED 119 551 Myth of Equal Access in Public Higher Education

ORGANIZATIONS AND PROGRAMS

The following local and national organizations and programs are not the only ones which exist. They are a sampling, and can lead to other resources.

Adult Education Association of the USA

810 Eighteenth St., NW, Washington, DC 20006

Publications: Adult Leadership; Adult Education; AEA Dateline

CETA Employment and Training System: local sub-grantees, prime sponsors, and Balance-of-State

Council on Higher Education for Urban Women, c/o Women's Educational and Industrial Union, 355 Boylston St., Boston, MA

Specific manpower training programs and centers:

Action for Boston Community Development, Boston
Opportunities Industrialization Center, Boston
Skills Center, Springfield

Minuteman Regional Vocational Technical High School, Regional Occupational Program for Adults

National Manpower Training Association

State Department of Education, P.O. Box 771, Jackson, MS 39205

State and Community College system:

U.Mass. College of Public and Community Service, 100 Arlington St., Boston
Bunker Hill Community College, Charlestown, MA

Middlesex Community College (Widening Opportunities Research Center), Bedford, MA

WINNERS, Inc., Adult Training and Counseling Programs for Inner-City Adults,
90 Warren St., Roxbury

YWCA, 140 Clarendon St., Boston. Especially for non-traditional occupational
training for disadvantaged adult women



